

PROCEEDINGS OF THE AD HOC
MENTAL HEALTH TREATMENT COMMITTEE

Pursuant to Section 19.84, Wis. Stats., notice is hereby given to the public that an Ad Hoc Committee of the County Board of Supervisors met regarding Mental Health Treatment on Wednesday, November 30, 2016 in the 1st Floor Conference Room, Sophie Beaumont Building, 111 N. Jefferson Street, Green Bay, Wisconsin.

Present: Chair Guy Zima, Human Services Director Erik Pritzl, Community Member Pat La Violette, Supervisor Erik Hoyer, Director of Administration Chad Weininger, JOSHUA Member Cheryl Weber, Board of Health Member Jim Crawford, Judge Zuidmulder, Behavioral Health Manager Ian Agar, Hospital Administrator Luke Schubert, Security Lieutenant Phil Steffen

Excused: Sheriff Gossage, Asst. Corporation Counsel Rebecca Lindner

I. Call meeting to order.

The meeting was called to order by Chair Guy Zima at 12:06 pm.

II. Approve/modify agenda.

Motion made by Supervisor Hoyer, seconded by Chad Weininger to approve. Vote taken. MOTION CARRIED UNANIMOUSLY

III. Approve/Modify Minutes of October 19, 2016.

Motion made by Supervisor Hoyer, seconded by Chad Weininger to approve. Vote taken. MOTION CARRIED UNANIMOUSLY

1. Report re: Sequential Intercept Mapping.

Human Services Director Erik Pritzl provided a handout of the recommendations from the sequential intercept mapping, a copy of which is attached.

With regard to the first recommendation, Pritzl said there are a lot of different groups working on the same or similar issues. When the groups were indexed at the sequential intercept mapping there were at least nine, if not more different groups working on issues and one of the recommendations is to explore the possibility of consolidating these groups to address the needs as a coordinated effort. Pritzl's idea on this is to pull the chairs of the various committees together to have a discussion about what each group is working on and what their plans and objectives are. Cheryl Weber informed the Green Bay Mental Health Board is working on this and she will bring a report to the next meeting. Pritzl feels it would be good to set some joint common priorities and noted that each group has a different set of resources and stakeholders.

The next recommendation is regarding the jail liaison position and the recommendation is to evaluate the effectiveness of the position and establish performance measures. Pritzl recalled the jail liaison spoke to this group about the position in October and he did not think there was much else to do with regard to this recommendation. Jail Lieutenant Phil Steffen noted he will be retiring soon and Zima asked if he would be willing to stay on this committee for a period of time due to his experience and knowledge of how the system works. Steffen indicated he will try to attend the future meetings.

Zima recalled earlier discussions that the workload for the jail liaison was too much and although she is doing a tremendous job, additional help may be needed. He said the purpose of this committee is to improve mental health in Brown County, especially focusing on those with mental health issues that are in the jail. Pritzl noted the liaison's case load has increased from 30 to about 47 cases. This is short-term case management re-entry work, but before a decision on expansion is made, there needs to be some idea that the position is doing what is intended which is preventing re-entry into jail or the criminal justice system. Zima feels dealing with 47 cases in a week would only allow very limited contact and he questions if one person is enough to make the position effective. He feels from the liaison's presentation several months ago that she is doing the best she can but she is spread thin and he asked what is needed to increase the effectiveness of the position. Steffen said the liaison is doing a great job and is hitting the target groups, but he reminded that it is a new program and with new programs you are constantly looking at what can be done better and more efficiently. The position has not been

in effect long enough to amass data and Steffen added that recidivism is difficult to track in county jails because inmates can end up back in jail in a different county. He also noted that a lot of the population is transient and a lot of the people with mental health issues are arrested on nuisance-type charges and are out of the jail before the liaison can reach them. They are looking at ways to fix that hole, but at this time the liaison is doing a great job. Zima said that spreading someone too thin is just setting them up for failure. Steffen noted that every person the liaison is able to help is beneficial. The liaison is filling a need that the county has and is doing a good job. Zima asked how to track the effectiveness of the program and Steffen responded that the population is difficult and reiterated that recidivism in the county jail system is hard to track. The liaison is fulfilling a role that is needed in providing resources and trying to keep people hooked into their case workers and on their medication. She is a bridge to other resources. Pritzl added the reason the liaison is at the clinical level is because she has background and experience to know if someone is showing symptoms and behaviors that are more concerning than what can be managed with other resources. The liaison works to get people connected and then the next contact takes the person to the next level of recovery.

Zima recalled the liaison said she could not keep up with the requests for services. He feels there needs to be outreach and those with mental health issues should be approached whether they ask for help or not. Steffen responded that the triage is difficult and there are a lot of people in jail who just want to see somebody. They try to focus on those that really need the services, but there are still those that request services and their needs are not known until they meet with the liaison. Steffen said a lot of people say they have mental health issues, but really do not. The jail deals with a large amount of clientele that do not tell the truth and that is where the difficulty lies, because they want to keep those that are mentally ill positive, focused, connected and engaged with resources and that is what the liaison does; she makes sure they do not fall through the cracks. Zima asked if improving the classification process would be helpful and Steffen responded that information obtained in the classification process is shared with the liaison and, in addition, the liaison just put something out to jail staff outlining what she does and he feels this will be helpful. Jail staff is very good at seeing who is playing the game and who is not. Zima would like the liaison to keep statistics on those that she sees and what number just wants someone to talk to versus those who are legitimately in need of her services. Steffen said that he can ask the liaison to keep some statistics but reminded that taking statistics will take time away from the services she is trying to provide.

Zima said he is trying to determine if this is an area that we should concentrate on more to really hit the maximum number and sort out the fakers from the real cases that need help. Steffen said the role of the liaison and what she is doing is helping. Pritzl added that at this time it is hard to tell if the liaison program as it currently is is enough but as the process continues they will continue to gather information. The number of people served is not enough to measure success. A determination has to be made as to how to measure the success and that is what they are working on at this time. Zima wants to know more positive things we can do to eliminate some of the population at the jail and provide the mental health treatment that some of those people need on an ongoing basis and what needs to be put in place to make sure we accomplish what this group wants to accomplish before the next budget season. He is goal-oriented and wants to see something happen. Pritzl responded that at this time the liaison is right at the jail on the front lines crossing over between the jail and the community services and the CTC and she is working on re-entry. They are currently capturing quantity, but that is not telling the whole story. Zima would like this closely followed and a suggestion was made to bring the liaison back into this group for an updated report in a few months.

Behavioral Health Manager Ian Agar felt an updated presentation from the liaison in a few months would be a good idea and added that the liaison is doing a good job. The job of the liaison is to assess the people who request her services to see what their needs are and then connect people to the support they need. Zima recalled the liaison indicated that some people are released before she gets a chance to work with them and he wants to make sure that those who need her services get them. He would like updates from the liaison about every three months.

Recommendation three focuses on family members and recommendation four talks about peer support and recovery and sometimes these things cross over and connect. Recommendation three has not been explored too much, and it was not understood if this recommendation referred to education or three party petitions or something else. Weber said peer specialists are now sitting on various committees and she feels it may be a good idea to add a peer specialist to this group.

Pritzl asked if there are any peer specialists coming into the jail. Steffen responded that they are working on this but there are a number of considerations that have to be taken into account before groups can come into the jail. Weber said there are four certified peer mental health specialists at the Gathering Place, but she feels the community is reluctant to bring these people in because of their past even though statistics show that these people can be very beneficial in healing the

people who need help. Weber sits on the board for the Gathering Place and she introduced Sara Williams who sits on the board at DarJune. She said these peer specialists and recovery coaches are amazing. Pritzl explained there may be a way to fund some peer recovery but one of the issues is that the background check becomes a barrier for a lot of people. There needs to be a way to work with the person's experience and progress without continuing to punish them for past experiences. Pritzl said this is the most difficult part of the process.

Zima said it is time to start finding ways to solve problems. It was indicated a long time ago that if there are changes needed in the legislation, this may be the committee to start making suggestions to the County Board so they can be passed on. Zima does not feel the criminal justice system is helpful to the mental health system and he feels strongly that it needs to work with punishment, rehabilitation and forgiveness. If people fail at the rehabilitation, it needs to be made very clear that they will go back to the beginning. Pritzl would like to see something to recognize where people were in the past and where they currently are and find a way to work past the barrier, but this is not very easily done. He understands the laws and rules are put in place to protect people, but when there is someone with an extensive history of recovery that is successful, bad choices in the past should not necessarily be a barrier to helping others. Weber suggested we find out how other counties are hiring recovery coaches because this is happening in other areas. La Violette agreed.

Recommendation five is with regard to tele-psychiatry and in the context of reducing the waiting period for access to psychiatric services. He commented that the wait list is now down to 45 from over 220 last year. There has been a lot of work done and positions added to get to this point. Agar commented on the tele-psychiatry and noted that there have been some pretty extensive rule changes recently. If a patient is going to see a psychiatrist through teleconferencing, there also now needs to be a clinician sitting in the room with the patient during the conference so if during the course of the conversation the patient has an adverse reaction that may affect their behavior when they leave, there is someone to deal with this.

Zima feels we should be trying to solve the problem in a way other than tele-psychiatry and Agar agreed. Zima feels tele-psychiatry is dehumanizing. Pritzl noted the person has to agree to have services delivered via teleconference. Zima said that competent therapists and nurse practitioners are a much better alternative in his opinion. Psychiatry seems to be all trial and error and very little time is spent with the patients. He would rather see hands-on therapists on the payroll instead of tele-psychiatrists. Pritzl tended to agree with Zima and noted that there is a need to replace existing equipment and that is scheduled to happen in 2017. If this resource becomes available and someone wants to participate, the equipment will be in place. Pritzl also said there is an Advanced Practice Nurse Prescriber position that they have been recruiting for for an extended period of time. In the meantime, they have contracted for additional hours to fill in the gap and he feels that getting the position filled full-time would get the waiting list down much lower and possibly even to zero. This is a very competitive market and Pritzl feels they may have to go to a recruiting firm. The shortage of qualified APNPs was further discussed and Pritzl concluded by saying that they continue to address this.

The last recommendation is with regard to information sharing. Zima asked if the County needs to be part of a different system to be able to get documents and information from other providers. Pritzl did not know if that was the answer and noted that Corporation Counsel needs to help sort through this issue. Pritzl continued that when this was talked about at the workshop, the facilitator said they have seen this work in other places and indicated that information is shared a little more openly than it is here. Steffen said release forms are needed every single time something needs to be shared and the problem comes in when someone is significantly mentally ill because getting a release form becomes very difficult. There are a number of different factors at play such as third parties, CCS that deals with medical, the jail and other providers. Zima shared a personal experience with the frustrations of getting information and noted that the system in Brown County is archaic.

Steffen said fines for violating HIPAA rules are six figures. Weber said the workshop leader indicated that Brown County has a different interpretation of the rules. Director of Administration Chad Weininger said he will address this with Corporation Counsel to see if the procedures can be restructured while still protecting the County. Zima also suggested that perhaps talking to federal representatives may be beneficial. It was noted that the moderator at the mapping exercise said a patient is not subject to HIPAA if they go to jail. Steffen said he deals with hospitals on this at least on a weekly basis.

Pritzl said the Human Services Committee took action on the housing issue by making a motion to advance something to the County Board and he will be drafting a resolution on this. He will keep the group updated in this regard. They are

asking for up to \$75,000 for a study on this and he has talked to some community members about this. Pritzl would like to see a project employee work on this and he has some ideas that he will be sharing.

Zima feels the Human Services Committee seemed to want to put off the idea of pushing for transitional housing, even though he thought this committee unanimously recommended that as the direction we want to go. He feels we cannot assume that staff is advocates for moving forward with this. He found this was a bureaucratic failure and he wants to move forward. This committee made recommendations and was supportive and most showed up at the public budget hearing and the Human Services Committee meeting. He noted they did not have time to go through the Human Services Committee, and he will take responsibility for that, but he feels there has been failure on just about every level of this committee in that the committee really hasn't tacked on another initiative for this year. He has a longer range vision that there should be a long-term facility for handling mentally ill people. Zima said we are spending close to \$1.5 million dollars sending people elsewhere for help when we could have a facility right here. He is very discouraged and thinks we need to have a long-term facility right here in Brown County so we can improve in this area which will also hopefully keep people out of the jail. He feels he failed the committee and the Board in the fact that this committee could not get something simple through. We were not asking for anything different than what had been asked for in the past and said that no money would be spent without approval of the Board. There was left over money from last year and Zima felt that some of that could have been used for this. Zima has serious concerns about the drug and alcohol treatment and it was noted that the program at Bellin has been in place since August and only a handful of people have been treated.

Zima continued that he talked at previous meetings that nothing is being done about outreach. He does not feel we are doing anything to find the people that need help and make them aware of what is available. We are sitting here talking about long term mental health initiatives of the County but we are doing almost nothing with what we already have. La Violette asked how many County residents are currently in residential treatment and it was indicated that there was probably 5 – 6. Agar said that when someone is identified to have an alcohol or drug issue, in addition to the assessment there is a uniform placement criteria that is required by law to determine what level of treatment they need. The majority of the people go through Brown County's intensive outpatient program and there is a level of success using this program. Agar said the intention was to add a transitional residential component but the logistics were complicated so they purchased services from facilities that are already providing the services. Zima would like to figure out a way to do it more efficiently, but both Agar and Pritzl indicated that it was not likely that the County could provide the services more efficiently.

Pritzl said when the \$1.5 million dollars was asked for last year, there was nothing ready to go on January 1. The funds were based on concepts that were discussed prior to the budget. The Board said they were hesitant to give all this money without a plan which is the same thing that happened this year. Each phase was developed over time and then each one was brought back to the Board for release of the money with the idea that the money would become part of the budget and then in each successive year the funds would be there to continue the programming. Now we are at the point where we got everything started and now the question is how to communicate better and more effectively that we have these options available for people. Pritzl feels that outreach planning for 2017 should be a focus.

Zima said this group planned for what might be spent if we got things in place and with a more effective program maybe more would have happened. Hoyer said he respected Zima's sense of urgency, but as part of the Human Services Committee and seeing step by step how things were happening, he feels it was appropriate although at times it was frustrating. Hoyer agreed that we need to grow and let the services be known but he does think we started the year talking about what is next. Zima said he is not complaining about that part of it, although maybe things could have been done a little faster. He felt this was put in place in an honest way and we told the Board that no money would be spent without their acknowledgement and this was honored 100 percent. Zima said we tried to set the same standard in place for this year and he was of the impression that transitional housing would be a lot more than \$400,000 but the \$400,000 would have at least been something in place to get things established and this was the number the group agreed on. Zima feels the Board seemed sympathetic to the cause, but they did not want to put it forward in the same fashion they did the previous year. He continued that Weininger is on this committee for a reason and he feels this committee as a whole failed at the County Board this year. He mentioned that JOSHUA did not have the large group of people that they usually have and noted that there was no strong voices and no particular urgency exhibited by anyone. Hoyer and Zima did all they could to push it through at the budget meeting, but he feels the Human Services Director was weak at the budget meeting. Zima reiterated that Hoyer, Zima and Judge Zuidmulder spoke very strongly for this, but the senior staff befuddled it so

nobody felt confident about it and it was referred back instead of being put in the budget. He feels that stronger support by some of the chief advocates would have helped it pass the County Board.

Pritzl said he appreciates hearing Zima's feedback and wanted to make sure that he and his staff advocate positions that are meeting the needs of the public in the most effective and efficient way possible. He said he does care very deeply about these issues and did his best to defend the comments that were thrown at him. Pritzl said he cannot ignore the views and voices of the Board members who were concerned about where a facility would be placed, but this group did not have time to vet those things out which would have been invaluable in taking away some of the fears. Hoyer noted that this was not going to pass and Pritzl agreed, however, Zima did not feel this was any different than last year. Pritzl said this was a value-laden discussion that he did not feel we were prepared to have. The unfortunate thing is we did not get a chance to talk about the fact that there are so many people with these needs throughout the community living all over because the discussion got lost on where the facility would be located and what the security would be. As a group, Pritzl did not feel we were prepared for where the discussion was going to go. He feels the discussion can be held again down the road when we are much better prepared. Pritzl said he did his best with the issues that were thrown around, but there was not a structured plan that would have taken away some of the concerns. Hoyer added that numerous people on the Board said they wanted to hear what a consultant had to say. Hoyer did not think anyone on the Human Services Committee would vote against taking money out of the general fund for a consultant somewhere down the line. Hoyer said we will be more prepared and there will be options and opportunities. Zima felt there could have been a stronger representation by this group.

Weber said she had to go back to JOSHUA and explain why things happened the way they did. She said that she did not say her piece in this group by asking what the \$400,000 would be spent on. She also talked about being asked what was spent so far and felt that more information should have been shared on this so that when Supervisors asked about the funds they had answers. She did not feel that enough preparation was done.

Zima said the Supervisors noted that only \$400,000 of the \$1.5 million was spent and he was perfectly happy to take the \$400,000 for the housing from what was not spent and have it in place to use when ready. Now he feels this is waylaid for a year because getting 18 votes on the County Board is not easy. Hoyer noted that coming back to the Board later will allow time to gather information on the success stories to show what is working. Weber said we need statistics and information from the four initiatives to show how the programs are working. She feels the County Board is unhappy with this group because they were not prepared. Zima noted that all four components are fully funded for next year. Weber feels that detox is not working and Pritzl noted that this is one of the areas they continue to work on. Zima said the success of the four initiatives from last year does not have anything to do with the next step which is transitional housing. He said that this detoured into where the facility would be located which had nothing to do with what was being asked for and noted that there were no strong hands from this group. Zima also feels the County Executive may not fully support what this group is doing, although he claims that he does. The money was segregated money and when not all of it was used they put it back into the budget when this group could have used it for moving forward with initiatives. Zima wanted to keep the initiative going but feels we fell flat and set ourselves back at least a year. He said if not everyone here is an advocate there is no purpose of this group. Pritzl said that so many things were lost for so long, but because of the support of Zima and the rest of the group, we have been able to bring some of these things back in. He noted that even though the numbers for detox may be small, they are more than have been done in the past and that is positive.

2. **Discussion, review and possible action:** Request that Brown County review its past and present mental health services and develop a more comprehensive plan to treat both short and long-term mental health patients including but not limited to 1) alcohol and drug abuse detox and treatment; and 2) children, adolescent and adult mental health treatment.

The above narrative encompasses the discussion on this item.

3. **Discussion, review and possible action:** Request that the Human Services Director and Brown County Sheriff work together to develop a plan to provide a treatment plan for prisoners who presently make up a third of our jail population.

The above narrative encompasses the discussion on this item.

4. Such other matters as authorized by law.

The next meeting date was discussed and January 18, 2017 at 12:00 pm was selected.

Motion made by Erik Hoyer, seconded by Pat La Violette to adjourn at 1:39 pm. Vote taken. MOTION CARRIED UNANIMOUSLY

Respectfully submitted,

Therese Giannunzio
Recording Secretary

Recommendations

RECOMMENDATION 1

BROWN COUNTY HAS DEMONSTRATED A SIGNIFICANT COMMITMENT TO IMPROVING THE LIVES OF PEOPLE WITH MENTAL AND SUBSTANCE USE DISORDERS, INCLUDING THOSE INDIVIDUALS WHO COME IN CONTACT WITH THE JUSTICE SYSTEM. AS A RESULT, THERE ARE MANY COMMITTEES AND TASK FORCES WORKING TO IMPROVE THE COMMUNITY'S RESPONSE TO ISSUES AT THE BEHAVIORAL HEALTH/CRIMINAL JUSTICE INTERFACE. BROWN COUNTY REPRESENTATIVES SHOULD EXPLORE THE POSSIBILITY OF CONSOLIDATING SOME OF THESE COMMITTEES TO ADDRESS THESE ISSUES AS A COORDINATED GROUP.

RECOMMENDATION 2

CONDUCT A PROCESS EVALUATION AND ESTABLISH PERFORMANCE MEASURES FOR THE RECENTLY IMPLEMENTED JAIL LIAISON PROGRAM AND THE DAY REPORTING CENTER THAT IS UNDER DEVELOPMENT. THE PROCESS EVALUATION SHOULD EXAMINE WHETHER THE PROGRAMS WERE IMPLEMENTED AS INTENDED. PERFORMANCE MEASURES SHOULD BE USED FOR ROUTINE MONITORING AND OVERSIGHT PURPOSES.

RECOMMENDATION 3

CONTINUE TO INCLUDE AND BUILD UPON THE WORK OF THE FAMILY MEMBERS WHO HAVE SHOWN SIGNIFICANT INTEREST IN COLLABORATING TO IMPROVE THE CONTINUUM OF CRIMINAL JUSTICE/BEHAVIORAL HEALTH SERVICES. MANY COMMUNITIES HAVE FOUND FAMILY MEMBERS AND PEOPLE WITH LIVED EXPERIENCE TO BE THE MOST EFFECTIVE "VOICES" IN BRINGING RESOURCES TO A COMMUNITY.

RECOMMENDATION 4

EXPAND FORENSIC PEER SUPPORT AND RECOVERY COACHING OPTIONS TO PROMOTE RECOVERY FOR JUSTICE-INVOLVED PEOPLE WITH MENTAL AND SUBSTANCE USE DISORDERS, FROM CRISIS-RESPONSE STRATEGIES TO REENTRY. MANY COMMUNITIES HAVE FOUND THAT PEER SPECIALISTS AND RECOVERY COACHES WITH A PERSONAL HISTORY OF INVOLVEMENT IN THE BEHAVIORAL HEALTH AND JUSTICE SYSTEMS ARE EFFECTIVE AT ENGAGING PEOPLE WHO HAVE PREVIOUSLY RESISTED OR HAD POOR EXPERIENCES WITH TRADITIONAL BEHAVIORAL HEALTH SERVICES.

RECOMMENDATION 5

EXPLORE USE OF TELEPSYCHIATRY TO REDUCE THE WAITING PERIOD FOR ACCESS TO PSYCHIATRIC SERVICES. GRANT RESOURCES MAY BE AVAILABLE SUPPORT TELEHEALTH SERVICES, SUCH AS FROM THE HRSA TELEHEALTH NETWORK GRANT PROGRAM.

RECOMMENDATION 6

INFORMATION SHARING AND UNDERSTANDING STATE AND FEDERAL HEALTH PRIVACY LAWS WERE IDENTIFIED GAPS AND WHILE NOT IDENTIFIED AS A PRIORITY, THERE WAS SUBSTANTIAL DISCUSSION OF HOW RESTRICTIONS IN INFORMATION SHARING INHIBITED COLLABORATION AND AGENCY COORDINATION.